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This publication was prepared to assist agencies in the development of manpower programs under the Demonstration Cities and Metropolitan Development Act of 1966. It contains information concerning the: (1)Manpowe r Administration (MA), (2)Bureau of Employment Security (BES), (3)Bureau of Apprenticeship and Training (BAT), (4)Bureau of Work Training Programs (BWTP), (5)Cooperative Area Manpower Planning System (CAMPS), (6)Concentrated Employment Program (CEP), (7)Manpower Development and Training Act (MDTA), (8)Experimental and Demonstration Projects (E&D), (9)Neighborhood Youth Corps (NYC), (10)Youth Opportunity Centers (YOC), (11)Operation Mainstream (123(a)3), (12)New Careers Program (123(a)4), (13)Special Impact Program (TITLE 1, D), and (14)Neighborhood Centers Pilot Program (NCP). The content includes organizational charts, location of regional offices, division of responsibilities, and the background and experience of the various programs. (DM)

EDO 24798

ORGANIZATION AND PROGRAMS OF THE U.S. DEPARTMENT OF LABOR: manpower administration.

Prepared to assist city demonstration agencies in the development of manpower programs under the Demonstration Cities and Metropolitan Development Act of 1966

VT006573

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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THE ORGANIZATION

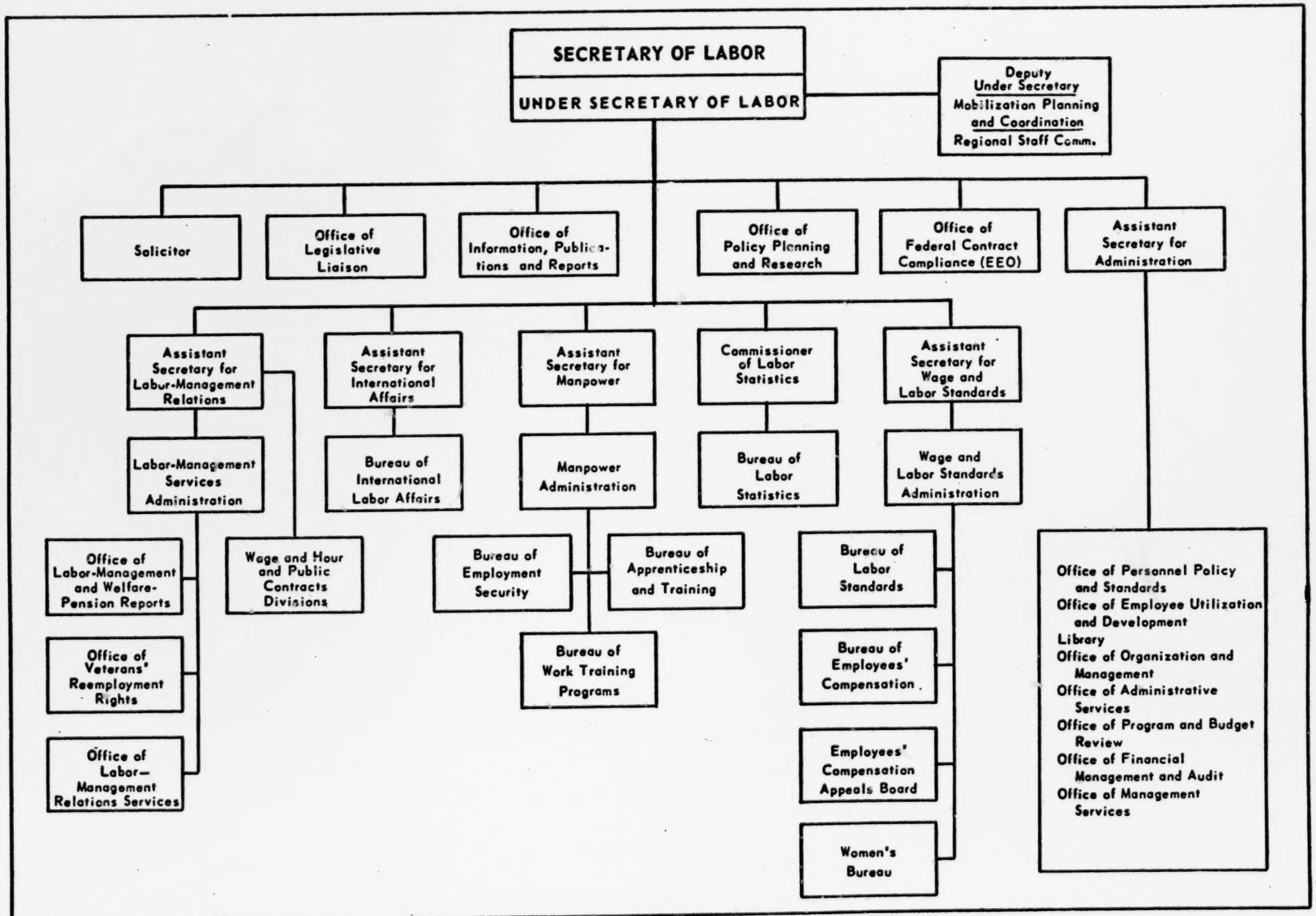
MA/ MANPOWER ADMINISTRATION

BES/ BUREAU OF EMPLOYMENT SECURITY

BAT/ BUREAU OF APPRENTICESHIP AND TRAINING

BWTP/ BUREAU OF WORK TRAINING PROGRAMS

prepared by the U.S. Department of Labor -- Manpower Administration R 1/31/68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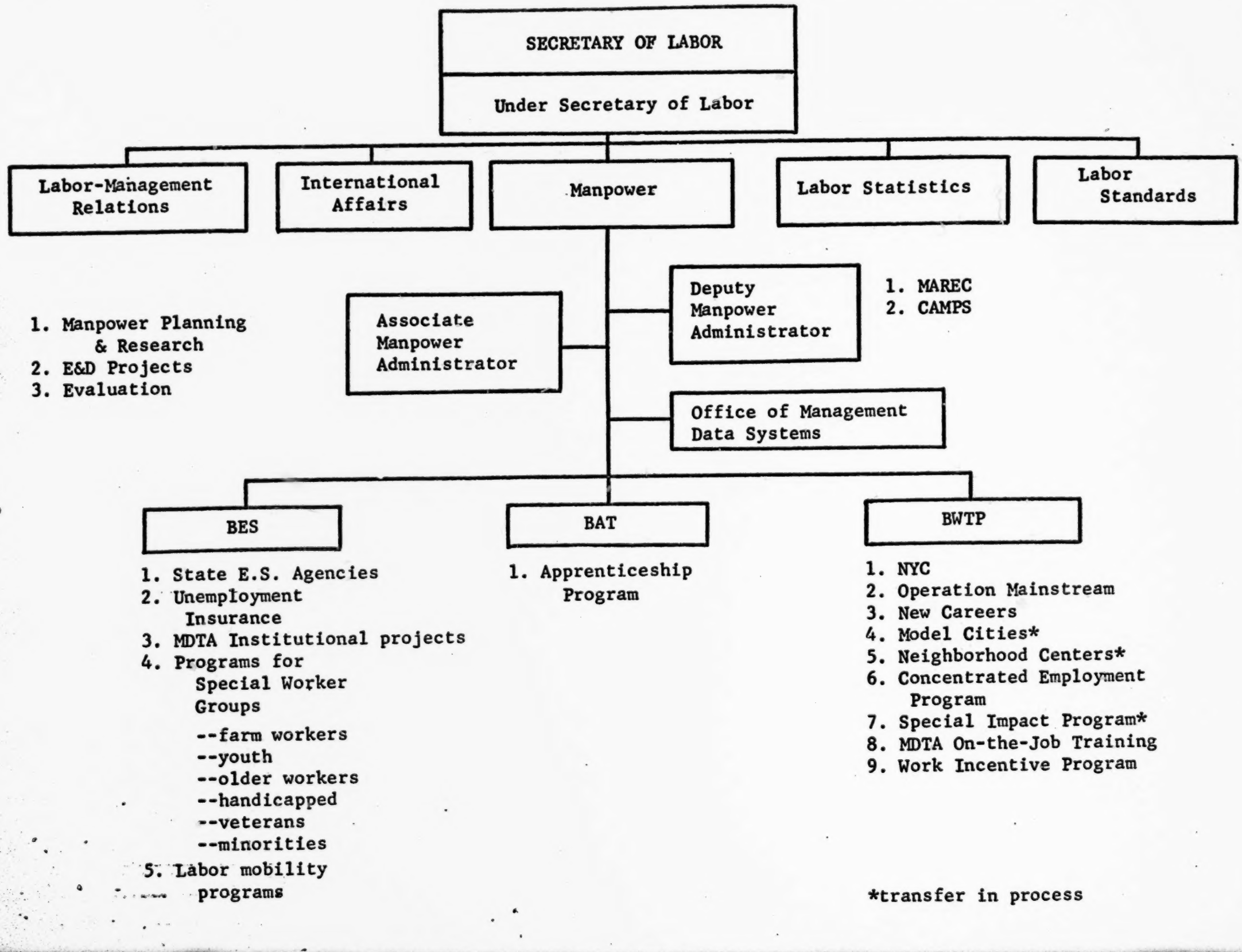
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BES
1. State E.S. Agencies
2. Unemployment Insurance
3. MDTA Institutional projects
4. Programs for Special Worker Groups
--farm workers
--youth
--older workers
--handicapped
--veterans
--minorities
5. Labor mobility programs
BAT
1. Apprenticeship Program
BWTP
1. NYC
2. Operation Mainstream
3. New Careers
4. Model Cities*
5. Neighborhood Centers*
6. Concentrated Employment Program
7. Special Impact Program*
8. MDTA On-the-Job Training
9. Work Incentive Program
*transfer in process

1. ma / manpower administration

A. The Manpower Administration is the Federal agency responsible for the development and implementation of national manpower policies and programs.

In meeting this responsibility, the manpower administration:

-- reviews the nation's manpower needs and resources, developing policies, objectives and standards to meet indicated problems;

-- supervises the administration of and coordinates all Manpower Administration programs;

-- coordinates manpower policy and programs with those of other relevant agencies outside the Manpower Administration;

-- provides technical information for the public and for the President's and the Secretary's annual manpower reports.

B. The Manpower Administration is comprised of:

-- The Bureau of Employment Security;

-- The Bureau of Work Training Programs; and,

-- The Bureau of Apprenticeship and Training.

and provides general leadership and guidance in the execution of the program of each of these Bureaus.

C. The Manpower Administration has specific responsibility for several special programs including:

-- Experimental and demonstration projects, funded under Title I of the Manpower Development and Training Act of 1962; and,

-- The Cooperative Area Manpower Planning System.

D. Some names and addresses:

Seven Manpower Administration regions serve to coordinate Federally-sponsored manpower related activities and provide regional level overall leadership for Manpower Administration programs.

These are shown on the following page.

REGIONAL OFFICES -- MANPOWER ADMINISTRATION

Region		Regional Administrator	Regional Offices
I.	Conn., Maine, N.H., R.I., Mass., Vt., N.Y., N.J., P.R., V.I.	J. Terrell Whitsitt (Acting)	New York City
II.	Del., D.C., Md., N.C., Pa., Va., W. Va.	Morris Riger	Washington, D. C.
III.	Ala., Fla., Ga., Miss., S.C., Tenn.	William Norwood	Atlanta
IV.	Ill., Ind., Ky., Mich., Minn., Ohio, Wis.	Lewis F. Nicolini	Chicago
V.	Ark., La., N. Mex., Okla., Texas	William Bailey	Dallas
VI.	Colo., Iowa, Kan., Mo., Mont., Nebr., N.D., S.D., Utah, Wyo.	William Harris	Kansas City
VII.	Alaska, Ariz., Calif., Hawaii, Ida., Nev., Ore., Wash., Trust Terr.	Kenneth Robertson	San Francisco

2. bes / bureau of employment security

A. The Bureau of Employment Security and affiliated State employment security agencies make up the Federal-State employment security system whose responsibilities include:

-- helping individuals find jobs which make use of their highest capabilities and skills

-- referring workers to employers and giving employment-related personnel services

-- helping workers develop their capacities and skills through cooperative education and training programs

-- helping communities develop and stabilize their employment conditions

-- providing an unemployment insurance program

-- providing information to the public about employment, unemployment, and related aspects of the E.S. program

-- assisting in the solution of employment problems of such special segments of the population as agricultural workers and employers, older workers, the handicapped, youth, military retirees and veterans and minority groups.

B. Overall responsibilities of the Bureau include:

-- providing all funds for and reviewing State E.S. agency fiscal and administrative actions

-- administering Federal unemployment insurance programs

-- operating inter-State worker recruitment and experimental worker mobility programs

-- assisting the Attorney General in reaching decisions about the entry and employment of alien workers

C. The Bureau carries out its responsibilities through 2 services:

-- The U.S. Employment Service

-- The Unemployment Insurance Service

BES (con't)

D. The Bureau's statutory authorizations include:

-- Wagner-Peyser Act

-- Federal Unemployment Tax Act

-- Titles III, IX, XII, and XV of the Social Security Act

-- Farm Labor Contractor Registration Act

-- Immigration and Nationality Act

-- Automotive Products Trade Act

-- Public Works and Economic Development Act

-- Manpower Development and Training Act

-- Vocational Education Act of 1963

-- Trade Expansion Act

-- Economic Opportunity Act

-- Civil Rights Act

-- Veteran's Readjustment Benefits Act of 1966

E. Some Names and Addresses:

Regional Offices of the Bureau of Employment Security are shown on the next page.

REGIONAL OFFICES -- BUREAU OF EMPLOYMENT SECURITY

Region	Regional Administrator	Address
I. Conn., Maine, Mass., N.H., R.I., Ver.	Ambrose J. Corballis (Acting)	John F. Kennedy Federal Bldg., Boston, Mass., 02203.
II. N.J., N.Y., Puerto Rico, Virgin Islands	Percival M. Punter	341 Ninth Ave., New York, N.Y., 10001.
III. Del., District of Columbia,* Md., N.C., Pa., Va., W. Va.	John Francis Foy	Professional Arts Bldg., Chambersburg, Pa., 17201
IV. Ala., Fla., Ga., Miss., S.C., Tenn.	Ernest L. Marbury	1371 Peachtree St., NE., Atlanta, Ga., 30309.
V. Ken., Mich., Ohio.	Edmund V. Worley (Acting)	Federal Office Bldg., Cleveland, Ohio, 44199.
VI. Ill., Indiana, Minn., Wis.	Donald Glover	U.S. Courthouse and Federal Bldg., Chicago, Ill., 60604
VII. Iowa, Kan., Missouri, Nebr., N.D., S.D.	Arnie Solem	Federal Office Bldg., Kansas City, Mo., 64106.
VIII. Ark., La., N.M., Okla., Texas	Tracy C. Murrell	411 N. Akard St., Dallas, Tex., 75201.
IX. Colo., Montana, Utah, Wyo.	Francis J. Farrell (Acting)	Equitable Bldg., Denver, Colo., 80202
X. Ariz., Calif., Guam, Hawaii, Nev.	Glenn E. Brockway	450 Golden Gate Ave., San Francisco, Calif., 94102.
XI. Alaska, Idaho, Ore., Washington	Clinton A. Johnson	Smith Tower Bldg., Seattle, Wash., 98104.

*Attached to Region III for Unemployment Insurance functions only. The Manpower activities of the District of Columbia are carried out by the United States Employment Service.

3. bat / bureau of apprenticeship and training

A. The Bureau of Apprenticeship and Training:

-- promotes and helps improve apprenticeship programs in apprenticeable trades, reviewing such programs for adherence to minimum Federal standards

-- promotes equality of opportunity in all industry training

-- gives technical assistance and provides training aids

B. The Bureau operates with a staff of about 600 in 11 regional offices and 160 field offices throughout the United States

C. Statutory and administrative authorizations for the Bureau include:

-- National Apprenticeship Act

-- Federal Committee on Apprenticeship

D. Some Names and Address:

Regional Offices of the Bureau of Apprenticeship and Training are shown on the next page.

REGIONAL OFFICES -- BUREAU OF APPRENTICESHIP AND TRAINING

Region	Regional Director	Address
I. Conn., Maine, Mass., N.H., R.I., Ver.	Jerome J. Haggerty, Jr.	John F. Kennedy Fed., Bldg., Boston, Mass., 02203.
II. N.J., N.Y., Puerto Rico, Virgin Islands.	Frank J. Neher	341 9th Ave., New York, N.Y., 10001.
III. Del., Md., N.C., Pa., Va., W. Va.	J.B. Archer	Professional Arts Bldg., Chambersburg, Pa., 17201.
IV. Ala., Fla., Ga., Miss., S.C., Tenn.	Charles N. Conner	17th and Peachtree St., NE., Atlanta, Ga., 30309.
V. Ken., Mich., Ohio.	William C. Webb	1365 Ontario St., Cleveland, Ohio, 44114.
VI. Ill., Ind., Minn., Wis.	Thomas Augustine	219 S. Dearborn St., Chicago, Ill., 60604.
VII. Iowa, Kan., Missouri, Nebr., N.D., S.D.	Taylor F. Custer	911 Walnut St., Kansas City, Mo., 64106.
VIII. Ark., La., N.M., Okla., Texas.	Fred E. Erhard	411 N. Akard St., Dallas, Tex., 75201.
IX. Colo., Montana, Utah, Wyo.	D.L. Frodine	730 17th St., Denver, Colo., 80202.
X. Arizona, Calif., Nev., Hawaii	Morris E. Skinner	450 Golden Gate Ave., San Francisco, Calif., 94102.
XI. Alaska, Ida., Ore., Washington	Roscoe H. Burt	506 2d Ave., Seattle, Wash., 98104.

Note: The District of Columbia Apprenticeship Council Director reports directly to the Administrator, BAT.

4. bwtp / bureau of work training programs

A. The Bureau of Work Training Programs is responsible for administering:

-- The Concentrated Employment Program: a combination of manpower programs brought together in a single contract with a single sponsor.

-- Manpower aspects of the Model Cities Program: a program providing funds and assistance under the Demonstration Cities Act of 1966. 63 cities have been chosen as Model Cities in the first selection round.

-- Work Incentive Program: a program authorized under Title IV of the 1967 amendments to the Social Security Act, designed to increase employability of those persons 16 yrs. old and older who are now receiving welfare payments.

-- Neighborhood Centers Program: authorized by Executive Order 11297, this program seeks, in selected cities, to develop new ways to link existing services, making them accessible at the neighborhood level.

-- Special Impact Program: a program designed to commit enough funds to selected urban and rural areas to have an appreciable impact on the manpower problems of such areas.

-- Neighborhood Youth Corps: through in-school, out-of-school, and summer youth projects, assists poverty-stricken youth to remain in school, return to school, gain work experience, earn an income, receive special training and other services.

-- Operation Mainstream: through community improvement activities in both urban and rural areas, provides chronically unemployed adults (22 years of age and up) with work experience and training leading to opportunities for permanent employment.

-- New Careers Program: through work-training, employment and job restructuring, seeks to open up career avenues for adults (22 years of age and up) in sub-professional occupations.

-- On-The-Job Training: a program of on-job training through the MDTA.

B. Statutory authorizations for the Bureau's programs' include:

-- Economic Opportunity Act of 1964, as amended
-- Social Security Act, as amended
-- Manpower Development and Training Act of 1962, as amended

C. Some Names and Addresses:

Regional Offices of the Bureau of Work Training Programs are shown on the next page.

REGIONAL OFFICES -- BUREAU OF WORK TRAINING PROGRAMS

Region	Regional Director	Address
I. Conn., Maine, Mass., N.H., N.J., N.Y., R.I., Ver., Puerto Rico, Virgin Islands.	J. Terrell Whitsitt	341 9th Ave., New York, N.Y., 10001.
II. Del., District of Columbia, N.C., Ken., Pa., Md., W. Va., Va.	*Morris Riger (Acting)	1111 20th St. N.W., Washington, D.C., 20036.
III. Ala., Fla., Ga., Miss., S.C., Tenn.	*William U. Norwood (Acting)	1371 Peachtree St., NE, Atlanta, Georgia, 30309.
IV. Ill., Indiana, Mich., Minn., Ohio, Wis.	Daniel P. Harley	219 S. Dearborn St., Chicago, Ill., 60604.
V. Ark., La., N.M., Okla., Texas	*William Bailey (Acting)	411 N. Akard St., Dallas, Texas, 75201.
VI. Colo., Idaho, Iowa, Kan., Mon., Missouri, Nebr., N.D., S.D., Utah, Wyo.	*William S. Harris (Acting)	Federal Office Bldg., Kansas City, Mo., 64106.
VII. Alaska, Ariz., Calif., Hawaii, Ore., Nev., Washington, Guam.	*Ken Robertson (Acting)	450 Golden Gate Ave., San Francisco, California, 94102.

*Regional Manpower Administrator acting in the capacity of BWTP Regional Director.

SOME SPECIAL PROGRAMS

CAMPS / COOPERATIVE AREA MANPOWER PLANNING SYSTEM

CEP / CONCENTRATED EMPLOYMENT PROGRAM

MDTA / MANPOWER DEVELOPMENT AND TRAINING ACT

E & D / EXPERIMENTAL AND DEMONSTRATION PROJECTS

NYC / NEIGHBORHOOD YOUTH CORPS

YOC / YOUTH OPPORTUNITY CENTERS

123 (a) 3 / OPERATION MAINSTREAM

123 (a) 4 / NEW CAREERS PROGRAM

TITLE I, D / SPECIAL IMPACT PROGRAM

NCP / NEIGHBORHOOD CENTERS PILOT PROGRAM

1. camps / cooperative area manpower planning system

A. Background:

Under the Cooperative Area Manpower Planning System (CAMPS), the following five Federal agencies have agreed to carry out the objectives of this program.

U.S. Department of Labor
U.S. Department of Health, Education, and Welfare
U.S. Department of Commerce
U.S. Department of Housing and Urban Development
Office of Economic Opportunity

-- Purpose: Reduced to its essentials, the Cooperative Area Manpower Planning System (CAMPS) is an agreement that:

> "To promote further interagency coordination at all levels of administrative responsibility, the Federal administrators of major manpower development and related programs agree to engage in cooperative planning and implementation of program activities . . ."

The need for such coordination of manpower programs is great. The Senate Committee on Labor and Public Welfare has stated:

> "Of the various unsolved problems in the Federal effort to eliminate poverty in America, coordination stands out. And of all fields of service, the manpower program is the most badly fragmented and needs the greatest attention."

The affected Federal agencies, who have widely varying authority and administrative procedures, have realized the need to combine their efforts to achieve coordination in planning manpower development and related programs. Under the Cooperative Area Manpower Planning System (CAMPS), participating agencies cooperatively develop area and/or State comprehensive manpower plans for the upcoming program year. All signatory agencies have agreed to mutually structure these plans to the extent possible in order to avoid duplication of effort and to achieve maximum utilization of various program resources. However, each program agency will still continue to carry out its role in the comprehensive manpower plan under its respective current legislative and administrative requirements.

For selected Model Cities which do not already have an area coordinating committee, an area coordinating committee will be established. This area committee will develop a comprehensive manpower plan which includes plans for both the model neighborhood and the metropolitan area. These area plans will be reflected in the overall plan for the State. State and area plans may be amended as necessary to reflect changing circumstances through the program year.

Approval of State CAMPS plans constitutes a moral commitment on the part of each agency to carryout its administrative responsibilities so that the fullest possible implementation of the agreed upon plan is achieved.

-- The Planning System:

Interagency planning will be carried out by coordinating committees at all administrative levels, each participating agency being represented on national and regional committees, full representation being encouraged on area and State committees. The resultant plans:

1. Identify major manpower problems and needs and set out the way in which available program resources will be used to meet those needs.

2. Reflect common agreement on the problems and needs that must be met.

3. Describe manpower resources for the year for each program and relate those resources to specific target populations for each State and area.

4. Develop linkages between programs.

Under CAMPS, guidelines and goals are provided for each program. The system provides for a sound and integrated programming of manpower services, provides a systematic exchange of information about resources, and furnishes a way to achieve harmonizing of services provided to particular groups by the various agencies.

camps (con't)

-- Current Participants:

Department of Labor
Manpower Administration
Bureau of Apprenticeship and Training
Bureau of Employment Security
Bureau of Work Programs

Department of Health, Education and Welfare
Office of Education, Bureau of Adult and Vocational Education
Vocational Rehabilitation Administration
Welfare Administration

Office of Economic Opportunity
Community Action Program
Job Corps
Migrant and Seasonal Farm Worker Program

Department of Commerce
Economic Development Administration

Department of Housing and Urban Development

2. cep / concentrated employment program

A. Background:

-- Authorizing Legislation:

Manpower Development and Training Act of 1962, as amended.
Economic Opportunity Act of 1964, as amended.

-- Administered by: U.S. Department of Labor, Manpower Administration in cooperation with the Office of Economic Opportunity and the Department of Health, Education and Welfare. The Concentrated Employment Program is a combination of manpower programs brought together in a single contract with a single sponsor. The presumptive sponsor is the local community action agency. The presumptive provider of manpower services is the State employment service.

-- Purpose: President Johnson, speaking of the problems of the disadvantaged in his March 9, 1967 statement to Congress entitled, "Message on America's Unfinished Business: Urban and Rural Poverty", stated:

> "Neither a high performance economy nor traditional training and employment services have been able to reach these men and women. Some need special counseling and training. Others need special health and educational assistance. All need follow-up assistance until they are permanently placed in a stable job. Even after that, they may need special attention during their first weeks of employment.
>
> I have directed the Secretary of Labor and the Director of the Office of Economic Opportunity, with the assistance of other Federal agencies, to begin immediately a special program using all available resources to provide concentrated assistance to those with the greatest need".

As a result of this mandate, the Concentrated Employment Program has been developed. CEP places emphasis on:

(a) Those areas and individuals in the greatest need of assistance;

(b) Personal and individual attention for each active participant;

(c) Heavy private sector involvement.

CEP is intended to reach out and recruit those persons in the areas served who are most in need of training or work. It provides a general orientation program in which coaches or counselors work with enrollees on an individual basis to prepare them for referral to the action phase of the program. Enrollees are then referred either to jobs, appropriate training programs or to the school system. A combination of these actions may also be used.

Throughout their CEP experience, enrollees will receive whatever supporting services are required to allow them to move toward productive employment. This support will include, where necessary: medical and dental care, legal aid/day-care facilities for children of working mothers, and guidance in the use of available transportation.

A serious effort is being made to work with private employers and labor unions to line up special job opportunities that have previously been closed to the hard core jobless. There will be follow-up by coaches after an enrollee takes a job. In this way, the coach provides the assistance needed to help the enrollee become self-sufficient on the job.

-- Selection of Target Areas:

Target areas will be selected on the basis of:

(1) The degree of concentration of unemployment and sub-employment as measured by Department of Labor survey and census data.

(2) The potential for success in substantially improving the economic circumstances of a large number of target area residents, considering among other factors, the extent of cooperation and participation by local public and private agencies, organizations and groups.

-- Eligibility:

All persons served by the Concentrated Employment program must be residents of the designated target area and meet the OEO poverty criteria.

B. Experience:

In the spring of 1967, the Labor Department created a pool of funds from its on-going programs totaling nearly $100 million to be used for the Concentrated Employment Program. Grants have been made to 20 cities and 2 rural areas. In the cities, the program is concentrated in special neighborhoods with high concentrations of unemployment. The two rural areas -- the Mississippi Delta and Northern Michigan -- have severe and chronic unemployment. In all but 2 of the 20 cities, community action agencies are serving as prime sponsors and coordinating bodies, with the State Employment Service and other manpower agencies playing important roles.

3. mdta / manpower development and training act

A. Background:

-- Authorizing Legislation: Manpower Development and Training Act of 1962, as amended.

-- Administered by:

1. The U.S. Department of Labor:

(a) Through the Bureau of Employment Security and its affiliated State Employment Security agencies, is responsible for determining training needs; project development; trainee selection; supportive services such as testing and counseling; trainee allowances; and job development and placement.

(b) Through the Bureau of Work Training Programs is responsible for developing on-the-job training projects.

(c) Through the Manpower Administration is responsible for planning, promoting and contracting for experimental and developmental manpower projects, for manpower research, and for developing policies and standards for a national manpower program.

2. The U.S. Department of Health, Education, and Welfare:

(a) Through the U.S. Office of Education and its affiliated State agencies and other appropriate public and private agencies, is responsible for providing the training, including instruction and training facilities, and for developing appropriate courses of study.

-- Purpose:

The Manpower Development and Training Act provides for a nationwide program of training and retraining for the unemployed and underemployed and authorizes a broad foundation program of manpower and automation research.

Originally constituted in 1962, the Act was designed to deal with the problems of obsolete skills due to automation and technological developments. Later, as concern grew over the problem of jobless youth, specific programs were developed under the Act to provide young people with entry skills. A wide-spread need for basic education, prior to skill training was met by the Congress with an authority for basic education.

In 1966 a redirection of the MDTA program was required by the changing manpower situation. As a national goal, 65% of the training effort was to be person-oriented: directed to reclaiming the hard-core unemployed; the balance of the training effort being job-oriented: focusing on the need for trained personnel in skill shortage catagories.

The Act is, by necessity, comprehensive; its more important provisions provide for:

1. occupational training (Title II): The primary objective of the Act is to promote broad and diversified training to qualify for employment the many persons who cannot reasonably be expected to secure full time employment without such training and to provide workers with the new and improved skills that are required. The Act authorizes payment for institutional and on-the-job training to prepare workers for job opportunities that have been found through such means as job market surveys and the research program.

   In addition, payment is made for basic educational training and for a special youth training program for those who need job training but cannot benefit from it without further training in basic educational skills.

2. research programs: The matching of people and jobs requires a complete, detailed and accurate accounting of manpower needs, resources, and requirements. The Act directs the Secretary of Labor to develop this information.

3. determination of skill and training requirements: Information about such things as skill requirements, job opportunities and employment trends is collected and made available for educators, counselors, and placement people.

4. experimental and demonstration projects: The Act makes funds available to experiment with new ideas; to explore the feasibility and effectiveness of new or changed ways. Once new techniques are demonstrated as being practical and effective the program seeks to have them widely adopted by operating manpower agencies.

5. labor mobility demonstration projects: The Act provides funds for a limited number of experimental programs designed to answer questions which are basic to the inter-area mobility of workers. Assistance includes inter-area job development, job placement, and loans and grants to cover the costs of transportation of workers, their families and their household goods.

MDTA (con't)

6. special trainee placement assistance: Assistance is available to place workers who have difficulty in finding jobs for reasons unrelated to their ability to perform (usually because of police records). In carrying out these projects the Secretary of Labor may make payments or contracts with employers or institutions authorized to indemnify employers against losses from the infidelity, dishonesty, or default of these employees.

— Occupational Training (Title II):

1. Types:

(a) Institutional Training: Institutional training is conducted in both public and private facilities of cooperating organizations using a classroom method of teaching. The provision of school training facilities is under the direction of the Secretary of HEW.

(b) On-the-Job Training: Emphasis is given to on-the-job training. Persons are hired as employees at entry wages and are trained at the job site by fellow workers or special instructors. MDTA funds pay for the cost of instruction, materials, spoilage and other training-related expenses. Trainees are paid by employers for productive work in accordance with prevailing standards, statutes and collective bargaining agreements.

(c) Basic Education: Training is authorized in basic educational skills for persons needing it to profit from regular occupational training. Usually, special instruction is given in reading, writing, language skills and arithmetic and is given in conjunction with occupational training.

(d) Youth Training: Special youth programs are funded for disadvantaged, out-of-school youth, 16-21 years of age. These programs are limited to youth who come from a severely impoverished environment which has resulted in inadequate educational attainment and work preparation. (Young people less severely disadvantaged can be enrolled in regular occupational training funded under the Act).

(e) Training in Redevelopment Areas: Under this aspect of the program, all unemployed and underemployed persons residing in specific redevelopment areas are eligible for training and training allowances without the restrictions which apply to other training under the Act. Further, separate funds are authorized for full Federal financing of this program, without apportionment among the States or without State fund matching.

2. Training Eligibility:

Any person may receive training. However, before training is undertaken it must be determined that the selected workers cannot reasonably be expected to get appropriate full time employment without such training. Further, there must be reasonable expectation of employment in the occupation for which the worker is to be trained.

3. Training Costs:

(a) There is no cost to a trainee for training under the Act.

(b) On-the-Job Training: Employers or other sponsors provide training facilities and pay trainee wages for all hours spent in the production of goods and services which enter inter-State commerce.

(c) Institutional Training: The Federal government pays 90% of the costs of training; the State pays 10%. Training costs may be matched "in kind" as well as in cash (the matching provisions don't apply to OJT costs or allowance payments).

4. Training Allowances:

Most trainees are eligible for allowances, the cost of all allowances being borne by the Federal government. Priority is given to the following catagories of trainees:

(a) Unemployed workers (includes members of farm families with less than $1,200 annual net family income);

(b) Persons working substantially less than full time;

(c) Persons having had at least 1 year's experience in gainful employment;

(d) Unemployed and out-of-school youth 17-22 years of age.

The amount of the allowance is generally based on the average weekly unemployment compensation rate in the State. Increased allowances are authorized for trainees with dependents and for most trainees whose course lasts longer than 10 weeks. Trainees may work up to 20 hours a week without reductions in their training allowance.

Trainees may receive allowances for transportation costs within their commuting area, between their homes and the training area, or between their temporary residence and the training facility. Further, a subsistence allowance of $5 a day may be paid when the trainee is referred to a course outside his commuting area.

B. Experience:

-- Training Results:

From the program's operational beginning in August 1962 through December 1966, over a billion dollars has been authorized for training opportunities (including section 241 redevelopment area training) under institutional, on-the-job, and combination programs. Training has been approved in each of the 50 States, and in the District of Columbia, Puerto Rico, the Virgin Islands, and Guam for a total of over 838,000 persons.

Training has been conducted in all the major occupational groups. These occupations range from appliance repairman to draftsman to programmer for data processing. Additionally, refresher training has been given in professional nursing and other technical occupations. Among institutional programs, the largest number of persons were authorized for training for auto mechanic/auto-body repairman, stenographer, general machine operator, welder, nurse aide/orderly, clerk typist, and licensed practical nurse.

About four-fifths of the graduates surveyed by local Employment Service offices during the first year after completion of training reported that they were employed.

In addition to refurbishing the skills of the Nation's unemployed and getting them back into the economic mainstream, MDTA training is giving them a lift up the occupational ladder. For example, in 1965 about 10 percent of MDTA institutional trainees were preparing for subprofessional and technical occupations, whereas only 3 percent of them had such jobs prior to training. The contrast was even greater in the skilled occupational catagory. Only 6 percent of the trainees worked in skilled jobs before enrollment, but about 30 percent were being trained for entry jobs at this level.

This movement up the job ladder has been accompanied by increased earning power. A recent survey of persons who had completed institutional training revealed a general upward shift in their earnings when compared with their pretraining wages. For the group as a whole, median earnings advanced about 25 cents an hour. The advances were greatest among those persons whose pretraining earnings had been at marginal levels.

MDTA (con't)

-- Characteristics of MDTA Trainees:

To determine the extent to which MDTA training is meeting program goals, data are collected on a number of socio-economic characteristics of enrollees. These data show that out of every 10 persons enrolled:

1. Almost four were 21 years of age or younger.
2. Six were male.
3. Almost four were high school dropouts.
4. One was handicapped.
5. Three were non-white.
6. Six were primary wage earners.
7. Five were head of the family.
8. Over eight were unemployed at the time of referral to training.
9. Of those unemployed, almost three had not worked for 6 months or longer.
10. Almost two were unemployment insurance claimants.
11. Almost four had two or more dependents.
12. Six had worked in gainful employment for 3 or more years.

In general, the on-the-job training program has had a smaller proportion of women, non-whites, hard-core unemployed (those who were jobless at least 6 months prior to referral to training), and the poorly educated than the institutional program.

4. e & d / experimental and demonstration projects

A. Background:

-- Authorizing Legislation: Manpower Development and Training Act of 1962, as amended.

-- Administered by: U.S. Department of Labor, Manpower Administration.

-- Purpose: The experimental and demonstration program seeks to try out new ideas through actual experiment or by demonstration. Its objective is to learn (and to teach) by doing. It explores the feasibility and effectiveness of new or changed ways of getting at specific manpower problems. Most projects seek to develop new or improved techniques to reach and help train or make trainable disadvantaged workers who otherwise might not be able to participate in, or benefit from, MDTA occupational training.

Improved outreach and training techniques are particularly useful where unemployed youth and minority groups with cultural, emotional, and other handicaps are involved. Similarly outreach and training are directed to low-income rural workers (including migrant farm laborers), mental retardates, the physically handicapped, the unskilled long-term unemployed, and older workers with limited education.

Once new techniques are demonstrated as practical and effective, the program seeks to have them widely adopted by regular operating manpower agencies.

The 1965 amendments to the MDTA transferred authority for the experimental and demonstration programs to Title I, with separate financing. Under Title I their focus is being broadened beyond training or training-related activities alone. Projects now include experimentation on other types of manpower problems, such as how better to fit job tasks to limited-skill workers and how to develop new management-labor approaches to specific manpower difficulties.

B. Experience:

Funds have been made available for projects, under contract, covering the following:

-- urban "ghetto area" projects to develop employability for minority and other groups whose members are un- and underemployed;

experimental and demonstration projects (con't)

-- rural projects to reach and develop new skills and employment opportunities for low-income rural residents or migrants with limited education;

-- youth projects to test innovative approaches to improving preparation of youth for adult work life;

-- projects for prison inmates, parolees, releasees, and those on probation to develop new ways to ease their entry into employment;

-- worker mobility projects to determine the feasibility and desirability of providing financial and other assistance to unemployed workers who have little prospect for employment in their home area to move to available jobs in other areas;

-- "bonding assistance" projects to determine if underwriting of special bonding can eliminate bars to employment for persons with police records who do not qualify for normal bonding required for many jobs.

Contracting institutions and groups include private community bodies, indigenous organizations of the disadvantaged, universities, research organizations, and various public and other private agencies, often assuming new forms of combined interagency effort.

5. nyc / neighborhood youth corps

A. Background:

-- Authorizing Legislation: Economic Opportunity Act Amendments of 1967, Title I, Part B, Section 123(a) (1) and (2).

-- Administered by: U.S. Department of Labor, Bureau of Work Training Programs

-- Purpose: This program is designed to make it possible for youth to remain in, or return to, school; gain useful work experience; earn an income; and, develop their maximum occupational potential through specific training and career-related services.

Priority will be given to projects which develop maximum occupational potential.

1. Types of projects: There are three general types of NYC projects:

a. In-school: These projects are open to those in grades 9 through 12 (or who are 14 years old and in elementary school) who:

-- are going to school

-- come from below poverty-level income families

-- must have earnings to go to, or stay in, school

The hours spent in NYC activities by those enrolled in in-school projects may not exceed 15 hours per week for full-time and 20 hours for part-time students or be less than 8 hours a week.

b. Summer: These projects have the same requirements as the in-school projects, except that enrollees may spend up to 40 hours each week in NYC activities and that school drop outs who intend to resume their education are eligible.

c. Out-of-school: Enrollment in out-of-school NYC projects is limited to 2 years. Priority is given to those who come from below poverty-level income families. Projects are open to those who:

-- are drop outs a minimum of 3 months before enrollment

-- have no immediate plans to return to school

-- are unemployed

-- are 16 through 21 years of age

Enrollees in out-of-school projects may spend up to 40 hours a week in NYC activities.

-- Funding: The Federal government will pay up to 90% of the cost of NYC projects. The local sponsor's share may be in cash or in kind (facilities, equipment, services provided and supplies).

In private on-the-job training projects the government will pay legitimate training costs; the employer is responsible for the trainees wages.

-- Sponsors: NYC projects may be sponsored by:

1. State, County, and local governmental agencies;

2. Local Community Action Agencies;

3. Individual public institutions such as schools and hospitals; and,

4. Private, non-profit organizations -- other than political parties -- not devoted exclusively to sectarian affairs.

B. Experience:

-- Funding Level: During its 2½ years of operations, $773 million have been allocated to the Neighborhood Youth Corps.

-- Sponsors and Enrollment: The sponsors of NYC projects have been distributed about equally among community action agencies, public schools, and other public and private non-profit agencies. The trend is for greater use of community action agencies as sponsors with an increase from 20 percent in fiscal 1966 to 35 percent in the first half of 1967. The Neighborhood Youth Corps does not have an unduplicated count of youth served because many youth are enrolled in successive school years and summers; but counting such duplications, over 900,000 have been reached in 3,340 local projects.

neighborhood youth corps (con't)

-- Who is Served: Analysis of enrollee characteristics indicates that the Neighborhood Youth Corps is serving those for whom it is intended. The typical enrollee comes from a large family (six persons) whose median income ranges between $2,000 and $3,000, and one of every four families is on public assistance. The average enrollee has completed 10 years of school; of the out-of-school enrollees one of every four has completed 8 years or less of school.

-- Inschool Program: The NYC inschool program is basically a work program supported by counseling, and most of the funds are used to pay enrollee wages. On the average, enrollees work 11 hours per week, and the bulk of work assignments is around the schools: clerical work, teachers' aides, library assistance, and various custodial chores. Case studies by school systems have generally reported a lower drop out rate among NYC youths than among other students. For example, in Pittsburgh the drop out rate for NYC enrollees is 4.2, which is half of the 8.4 percent for the city as a whole. In the District of Columbia less than 2 percent of the NYC enrollees drop out in contrast to what the Board of Education cites as a normal drop out rate of 20 percent in the same schools. The school authorities attribute this difference to the financial assistance, encouragement, and counseling received by the students during the NYC experience.

-- Summer Program: The NYC summer programs reached over 305,000 youths in 1967. This summer 14- and 15-year-olds were enrolled for the first time under a 1966 amendment. Although summer enrollees receive relatively little counseling or remedial education, they have a chance to earn money and to make a contribution to their communities.

-- Out-of-School Programs: The out-of-school NYC program serves those who have already dropped out of school and who are unemployed. Girls are generally assigned to clerical and health work, while the boys are most often assigned to maintenance, custodial, conservation, or beautification work. These assignments are made to engender work habits which will be useful for regular employment. Approximately 30 percent of the out-of-school enrollees receive some type of remedial education. Recently NYC has implemented a 1966 amendment to provide job training opportunities in private industry.

According to the Neighborhood Youth Corps, of the 73,800 who left during the fall of 1966, and winter of 1967, 28 percent took jobs, 14 percent returned to school, 3 percent joined the armed forces, 3 percent joined the Job Corps, 2 percent enrolled in manpower development and training programs 32 percent left for adjustment problems (poor attendance, dislike of staff or job content, could not get along), and 18 percent quit for other reasons. In sum, 50 percent had "successful" terminations.

Another result of the out-of-school NYC is the reduction of juvenile delinquency. For example, a study in Cincinnati by Regis H. Walthers found that when compared to a control group NYC enrollees had more offenses before enrolling and fewer afterward.

6. YOC / youth opportunity centers

A. Background:

-- Authorizing Legislation: Wagner-Peyser Act of 1933, as amended; Manpower Development and Training Act of 1962, as amended.

-- Administered by: U.S. Department of Labor, United State Employment Service and its' affiliated State agencies.

-- Purpose:

The basic purposes of the centers are:

(a) To reach out and identify work needs of youth;

(b) To select, test and counsel youth entering the job market;

(c) Provide youth with the necessary services and skills to improve their employability; and,

(d) To provide them satisfactory placement.

With emphasis on help for disadvantaged youth, YOC programs coordinate employment information and services to improve job opportunities. The intent is to help youth-serving agencies and organizations through a two-way flow of information and assistance. YOC's emphasize employability, job development, and referral of individuals to jobs. They provide information on the antipoverty program to other youth agencies, schools, health and welfare agencies, etc.

YOC's have some special responsibilities. These include acting as a principal referral agent to neighborhood youth projects, to Job Corps, securing VISTA volunteers, selecting and referring youth to specific manpower development projects and assisting with juvenile delinquency problems under the Juvenile Delinquency and Youth Offenses Control Act of 1961.

-- Eligible Youth

Youth 16-21 years of age who need counseling and guidance in relation to job or career opportunities, training, education, and other vocationally related programs and/or assistance in finding suitable jobs are eligible for YOC services.

youth opportunity centers (con't)

B. Experience:

At the end of the 1966 fiscal year, 148 Youth Opportunity Centers were operating in 113 areas, with 119 of the centers in quarters separate from those of the local public employment service office. From early in 1965, when the centers began opening, through June 30, 1966, they registered 1,072,400 youths, counseled 312,900, gave 337,700 aptitude and occupational tests, and placed 235,200 youths in nonagricultural and farm jobs.

The employment service concept of outreach service originated with Opportunity Centers. To implement the program, 200 community workers were trained in five States during the year to perform outreach services for YOC's. In the 1966 fiscal year, 7.6 percent of total new applications in the centers resulted from outreach activities.

7. 123(a)3 / operation mainstream

A. Background:

-- Authorizing Legislation: Economic Opportunity Act Amendments of 1967, Title I, Part B, Section 123(a)(3).

-- Administered by: U.S. Department of Labor, Bureau of Work Training Programs.

-- Purpose: Through work-training and employment projects, augmented by necessary supportive services, this program is designed to provide permanent jobs, at decent wages, for adults with a history of chronic unemployment.

Designed for rural areas and towns, projects concentrate on work experience and training activities that will improve communities and those low-income areas where the projects may take place. Such projects may seek to decrease air and water pollution, improve parks, protect wildlife, rehabilitate slum housing or extend education, health and social services.

-- Projects: Preferred projects are those that:

-- lead to opportunities for permanent employment;

-- provide services, or employment, for older persons in rural areas or towns; and,

-- improve the social or physical environment in areas of poverty

-- Selection: To be eligible, individuals must:

-- come from a family with an annual income below the poverty level;

-- be at least 22 years of age

Priority will be given to those persons who:

-- have been chronically unemployed; (unemployed for more than 15 consecutive weeks, repeatedly unemployed during the past 2 years, or employed less than 20 hours a week for more than 26 consecutive weeks);

Operation Mainstream (con't)

-- have completed some training but remain unemployed;

-- lack current prospects for training or employment because of age or some other factor.

Note that: only public or private non-profit organizations are eligible to sponsor Operation Mainstream projects and that any agency that requests the services of an enrollee must give reasonable assurance that it can offer to that enrollee future full employment independent of financial support from the Bureau of Work Training Programs (BWTP).

B. Experience:

-- Funding Level: Approximately $49 million has been spent on this program since it began. The program was administered by OEO directly through the Community Action Program until March 1967 when operating responsibility was delegated to the Department of Labor.

-- Projects: There were 149 projects with about 8,000 jobs during fiscal year 1967. Most of these were in rural areas and small towns. Typical work assignments include the following: road repairs; landscape work in vest-pocket parks, along roadsides, and in recreational areas; maintenance work in public buildings; clerical work in police departments, hospitals and other local government agencies; construction of playgrounds, campsites and picnic areas; and, repair work on water and sewer mains.

Participants are usually paid $1.40 an hour and generally work 40 hours a week. One of the major projects was known as "Green Thumb", a beautification program conducted in five states by the National Farmers Union. Many of the projects provide supportive services, such as health, group and individual counseling, and basic education. Where possible, the work is intended to teach skills which will lead to permanent jobs.

8. 123(a)4 / new careers program

A. Background:

-- Authorizing Legislation: Economic Opportunity Act Amendments of 1967, Title I, Part B, Section 123(a)(4).

-- Administered by: U.S. Department of Labor, Bureau of Work Training Programs.

-- Purpose: The goals of the New Careers program is to establish, on a permanent basis, new and necessary community service jobs.

The program seeks to demonstrate that the restructuring of professional jobs, in both public and private enterprise, will result in improved services, more efficient use of professionally-trained persons, and purposeful, dignified employment for the unemployed.

Through the technique of re-engineering professional jobs, extracting tasks that require less than professional training and, from these, establishing specifications for new jobs, the program seeks to meet critical local shortages -- both current and projected -- of professional personnel in such essential fields as health, education, and public safety.

The program opens up additional career avenues by setting up realistic entry-level requirements and by making progression to better paying and more responsible jobs possible.

-- Priorities: Projects will take place in communities where maximum prospects for future career opportunities exist.

Priorities will be given to:

-- projects that lead to the creation of permanent new jobs, with opportunities for advancement in fields that will benefit the poor; and,

-- projects that ease the work load of professionals.

Projects are expected to demonstrate that permanent jobs will exist at the same or higher levels for persons who complete work training.

-- Selection: To be eligible, an individual must be at least 22 years of age and come from a family having an annual income below the poverty line, or be unemployed.

-- Sponsors: While Community Action Agencies receive preference as sponsors of New Careers projects in localities where the CAA's demonstrate their desire and capability, any group, other than a political party, that meets established standards is eligible to sponsor New Careers projects.

B. Experience:

-- Funding Level: During the 1967 fiscal year, $36 million was available for this program.

-- Projects: During fiscal 1967, 59 projects were funded which altogether created 9,384 positions. Primary emphasis is upon training which will lead upward on a career ladder. The first step is work under professional supervision at an entry level job with supplementary education, including basic education if necessary and enrollment in courses at training institutions. The second step is the performance of work assignments requiring greater skill, emphasizing on-the-job training. The third step is a permanent position on an agency staff, with certification as necessary, such as for a practical nurse, an occupational therapist, an assistant teacher, a patrolman, and other civil service positions.

9. title I,D / special impact program

A. Background:

-- Authorizing Legislation: The Economic Opportunity Act Amendments of 1967; Title I, Part D.

-- Administered by: U.S. Department of Labor, Bureau of Work Training Programs.

-- Funding: Financial assistance is authorized for both public and private organizations, including private profit-making organizations; such assistance may be provided either through grant or contract. The Federal government will generally defray no more than 90 percent of the cost of Special Impact program projects. Non-Federal contributions may be in cash or in kind, including -- but not limited to -- plant,equipment, and services.

-- Purpose: This program is designed as a way of committing enough resources to selected urban and rural areas with large concentrations and high proportions of low-income persons so that an appreciable impact will be registered on the problems of such areas. (It should be noted that the program has been amended to authorize assistance to rural areas with an emphasis on those rural areas having substantial out-migration to urban areas served. In this way, impact on the problem of rural unemployment will be felt; unemployment which has stimulated heavy population migration to city slums).

Projects seek to:

-- solve critical manpower problems;

-- diminish the tendency of slum areas toward dependency, chronic unemployment, and rising community tensions;

-- structure and coordinate projects aimed at improving employment prospects of neighborhood residents and the general welfare of the neighborhood.

A wide variety of economic development and small business-assisted activities are intended under this program, including preparation of economic development plans, economic and market research, furnishing of loans and loan guarantees, insurances, and other economic incentives, and the furnishing of technical assistance.

Title 1.D (con't)

With coordination of all Federal, State, and local resources that can provide manpower training, education, health, and community planning services, projects will concentrate on work training that will result in neighborhood improvement.

Certain specific guidelines must be considered in developing Special Impact projects:

-- all projects and related facilities, to the maximum extent feasible, are to be located in the area served;

-- projects are to (whenever possible) promote business and management skills as well as promoting the ownership or part ownership of assisted businesses by neighborhood residents;

-- local businessmen, through membership on project boards of directors, are to participate to the maximum extent possible;

-- projects are to be coordinated with all other relevant area development plans, especially any activities being planned under the Model Cities Act.

-- Priorities: Priority will go to those projects that provide a total spectrum of services and therefore appear most likely to help participants obtain permanent jobs. Priority will also be given to projects that:

-- demonstrate optimum linkage and coordination with all other related programs;

-- provide training not otherwise available to residents of the neighborhood; and,

-- involve neighborhood residents both as planners and participants.

Projects may be located in urban neighborhoods with large concentrations of low-income persons or rural areas having substantial outmigration to urban areas.

-- Enrollees: Those eligible must be:

-- residents of the community or neighborhood served by the project;

-- at least 16 years old; and,

-- come from a family whose annual income falls below the poverty line or be unemployed.

Title 1.D (con't)

Note that enrollees may not be employed in projects involving construction, operation, or maintenance or any facility used or intended for use in sectarian or religious worship. Also, enrollees may not displace any employed workers or impair existing contracts for service.

B. Experience:

The Special Impact program was added as Part D of Title I of the Economic Opportunity Act in 1966 and was carried into the Act with the same designation by the Amendments of 1967. The authority of the amendment has been broad enough to permit economic and community development as well as manpower training activities.

Responsibility for the Special Impact program was delegated by the Director of OEO to the Secretary of Labor, who assigned the program to the Manpower Administration. The Labor Department has used the funds in two ways:

-- $17.4 million was allocated to the Concentrated Employment Program;

-- $6.9 million was granted for a program in the Bedford-Stuyvesant section of New York City. Here, the Labor Department signed a 2-year contract with two non-profit corporations to conduct components related to:

(1) industrial development

(2) community facility development

(3) community rehabilitation planning

(4) community home improvement

(5) related manpower services

This effort is now underway.

10. ncp/ neighborhood centers pilot program

A. Background:

-- Authorizing Legislation: The Neighborhood Centers Pilot Program is being undertaken within existing legislation and was mandated specifically by Executive Order 11297.

-- Administered by: The Department of Housing and Urban Development serves as the convening agency. Other participating agencies are: The Department of Labor; the Department of Health, Education and Welfare; and, the Bureau of the Budget.

-- Purpose: The purpose of the Neighborhood Centers Pilot Program is to develop and try out ways to link existing and new programs into comprehensive system at the neighborhood level for providing health, social, manpower, educational, recreational, legal, and other community services to families and individuals. The emphasis is not on creating more and different services for the disadvantaged, but rather on making existing services more accessible to those in need.

Procedures for combining the efforts of four Federal operating agencies into an integrated team to work with neighborhood, city, and State agencies are being developed. The Program is flexible to encourage variations in the design of neighborhood centers. In this way, local conditions, resources, needs and choices, and local service programs will be reflected in the program.

The D/HUD, under its Neighborhood Facilities Program, Section 703 of the HUD Act of 1965, has reserved or earmarked funds for the construction of multi-purpose neighborhood facilities in connection with this pilot program.

B. Experience:

The Washington Interagency Review Committee (WIRC) and a subcommittee, composed of representatives of the four agencies and the Bureau of the Budget, were established to develop guidelines and review program proposals. Federal Review Teams, composed of field representatives of the four agencies, with observers from the Bureau of the Budget, were set up to administer the guidelines and review program proposals before they reach the WIRC. Fourteen cities were selected to participate in the program and the local sponsor in each city chose the neighborhood to be served. The WIRC structured the program in two phases: the NSP-I, a preliminary program plan on the basis of

which grants would be issued for planning the comprehensive center program and for acquiring the facility to house the center; and the NSP-II, or comprehensive program plan on the basis of which additional funds may be made available for actually establishing and demonstrating the delivery system.

By mid-June 1967, all 14 NSP-I's had been reviewed and accepted by the WIRC. By November 1, 1967, two NSP-II's had been submitted for review.

GPO 942-283